

## Obstacles to public elementary libraries development as learning resources in Singaraja City

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Received: July 2021; Accepted: May 2022; Published: June 2022

### Abstract

The library is an essential learning resource center for schools. For this reason, every school or *madrasa* is required to have a library that meets national education standards. Although formal provisions require educational institutions to have a library, many schools do not yet have a library. The development of school libraries, especially elementary schools (SD), is still lacking compared to the middle school, high school, and college libraries, thus giving the impression that SD libraries are marginalized. This study explored the development constraints that led to the marginalization of elementary school libraries in Singaraja, Bali. This research used a qualitative approach in the form of multiple case studies. The data collection techniques were in-depth interviews with appointed informants, total and purposive samples, and snowball sampling. Data analysis in this study followed Peter Berger's model with conceptualization, proof, and objectivation steps. The results indicated that there were several obstacles to the development of elementary school libraries, namely (1) the *dadi-dadi dogen* ideology adopted by the principal; (2) the teaching and learning process is still teacher-centered; (3) a comprehensive education system; (4) unprofessional librarian; (5) the government is not in favor of the school library management policy; and (6) free school jargon. These findings prove that the general assumption about the constraints on developing school libraries due to limited financial capital is not entirely true. There are other more important factors, namely power relations related to ideology.

Keywords: Development obstacles; Marginalization; Elementary school library; Learning resources

## *Hambatan pengembangan perpustakaan SD negeri sebagai sumber belajar di Kota Singaraja*

### Abstrak

Perpustakaan merupakan pusat sumber belajar yang sangat penting bagi sekolah. Untuk itu, setiap sekolah atau madrasah wajib memiliki perpustakaan yang memenuhi standar nasional pendidikan. Walaupun sudah ada ketentuan formal yang mewajibkan lembaga pendidikan memiliki perpustakaan sekolah, namun kenyataannya masih banyak sekolah yang belum memiliki perpustakaan sekolah. Perkembangan perpustakaan sekolah khususnya Sekolah Dasar (SD) sangat rendah dibandingkan perpustakaan SMP, SMA, dan perguruan tinggi. Hal ini memunculkan kesan bahwa perpustakaan SD termarginalkan. Penelitian ini bertujuan untuk mengeksplorasi kendala pengembangan yang menyebabkan marginalisasi perpustakaan SD di Kota Singaraja Bali. Penelitian ini memakai pendekatan kualitatif berbentuk studi kasus majemuk. Teknik pengumpulan data dilakukan dengan wawancara mendalam terhadap informan yang telah ditunjuk baik secara sampel total maupun purposive dan snowball sampling. Analisis data dalam penelitian ini mengikuti model Peter Berger dengan langkah-langkah konseptualisasi, pembuktian, serta objektivasi. Hasil penelitian menunjukkan ada beberapa kendala pengembangan perpustakaan SD yaitu (1) ideologi dadi-dadi dogen yang dianut oleh kepala sekolah; (2) proses belajar mengajar (PBM) masih berpusat pada guru; (3) sistem pendidikan yang masih bersifat ensiklopedis; (4) pegawai perpustakaan tidak profesional; (5) pemerintah yang kurang berpihak terhadap kebijakan pengelolaan perpustakaan sekolah; dan (6) jargon sekolah gratis. Temuan ini membuktikan bahwa anggapan umum tentang kendala pengembangan perpustakaan sekolah dikarenakan keterbatasan modal finansial, tidak seluruhnya benar karena terdapat faktor-faktor lain yang lebih penting, yakni relasi kuasa berkaitan dengan ideologi.

Kata Kunci: Kendala pengembangan; Marginalisasi; Perpustakaan SD; Sumber belajar

## INTRODUCTION

Act of the Republic of Indonesia Number 43 of 2007 on Library (UU RI 43/2007), Chapter VII, Article 20, that there are various types of libraries in Indonesia, one of which is school/*madrasah* libraries. This law outlines: *first*, every school/*madrasah* organizes a library that meets the national library standards by taking into account the national education standards; *second*, it is obligatory to have a collection of textbooks designated as mandatory textbooks at the concerned educational unit in sufficient quantities to serve all students and educators; *third*, developing a collection that supports the implementation of the educational curriculum; *fourth*, school/*madrasah* libraries serve students and educators on a par with those carried out within the concerned education unit; *fifth*, school/*madrasah* libraries develop library services based on communication and information technology; *sixth*, schools/*madrasah* allocate funds for at least 5% of the personnel budget and capital expenditures for library development (Presiden Republik Indonesia, 2007).

Likewise, *Permendiknas* No. 24 of 2007 concerning Standards for Educational Facilities and Infrastructure for Elementary, Middle, and High Schools states that libraries are mandatory. Even school accreditation is also related to school library ownership. Evidently, the role and competence of librarians greatly determine the achievement of accreditation in a school (Nurhayati, 2016). Legally-formally, every formal education unit must provide educational facilities and infrastructure in the form of a school library. According to Rahadian, Rohanda,

and Anwar (2014) library ownership increases students' reading pleasure.

Although formal regulations require educational institutions to have a school library, many schools still do not yet have a school library. When compared to the level of junior high school, high school, and tertiary education units, the condition of the elementary school (SD) library is the most alarming. Statistical data from the Ministry of Education and Culture for the 2018/2019 academic year notes that out of 148,682 elementary schools in Indonesia, only 98,337 or 66% of primary schools have libraries. Of the 98,337 schools, only 30% of the schools have libraries in good condition. The rest are in a state of light to heavy damage. Meanwhile, at the high school level, library ownership reaches 86.5% (Kementerian Pendidikan dan Kebudayaan, 2019).

The above conditions reflected the elementary school library in Singaraja, Bali. Of the 40 primary schools in Singaraja city, 27 (67.5%) elementary schools have school libraries. The remaining 13 (32.5%) primary schools do not yet have a school library. Schools that have libraries do not yet have a professional management system; as evidenced by 27 elementary school libraries, only 2 (7.4%) primary schools have librarians as managers who have D3 Library degrees. The remaining 25 (92.6%) elementary libraries are managed by teachers, administrative staff, or high school graduates. There are elementary school libraries that do not have a particular room or separate room. Some elementary school libraries are integrated with the teacher's room; some are even integrated with the kitchen. The SD libraries in Singaraja have not met the requirements of referring to the National Library Standard (SNP) provisions. In fact,

according to Prastowo (2018) and Novriliam and Yunaldi (2012), the availability of libraries as a learning resource for teachers and students is essential so that they can learn actively, creatively, and democratically, pleasant, and based on various learning resources called scientific learning patterns. Compared with the Middle School, High School, and University libraries which are full of achievements and adequate infrastructure, it can be said that elementary school libraries in Singaraja are marginalized.

Lexically, marginalization comes from the word "marginal," which means related to boundaries or edges. The word "marginal" gave birth to "marginalization," which means an effort to limit or limit. The use of this word, for example, seems to have caused the role of certain groups to be marginalized (Badan Pengembangan dan Pembinaan Bahasa, 2016). This sentence means that there has been an attempt to limit or limit the role of certain groups. This limitation causes the group's marginalization so that it cannot play an optimal role in realizing its goals.

The emergence of marginal thought and marginalization is inseparable from post-structuralism thinking, separating two things based on binarism (Foucault, 2016). For example, the separation between the center/periphery. The center is everything, including the possession of power. On the other hand, the periphery is the opposite.

This condition causes the center to marginalize the periphery easily. Post-structuralism tends to eliminate the center. Due to this, it is necessary to dismantle the ideological assumptions in which our thoughts are upheld (Situmeang, 2016). The goal is to raise awareness that the

center has the opportunity to marginalize using ideology or myths to legitimize it and to change towards equality.

The library is part of the system, so understanding the constraints and their solutions is determined within the system's framework, including the involvement of internal and external parties of the school. By knowing the constraints or factors that cause the marginalization of the elementary school library, the stakeholders will seek to work together in synergy to improve library management so that it becomes a learning resource center for all citizens in elementary schools.

Thus, Rohmadhani, and Sobri (2019); Kamulyan and Primasari (2014) state that developing school libraries as learning resource centers can realize student achievement and create excellent schools. Moreover, the critical theory approach explains that the relationship between libraries and all stakeholders is not equal but is closely related to power relations. This understanding of power relations can better understand library problems and their solutions.

This study aimed to explore the development constraints that lead to the marginalization of primary school libraries in Singaraja City using a critical theory approach. In addition to exploring the role of the school's internal parties, this study also tried to explore the role played by external school parties as primary school stakeholders in Singaraja. Thus, the understanding of library development constraints and their solutions is holistic.

## RESEARCH METHODS

This research used a qualitative approach in the form of multiple case studies. Referring to Yin (2019) thought

that multiple case studies make it possible to find similarities and differences between cases, it can even draw a generalization. The focus of the study was on elementary schools with libraries whose management was not professional, namely 25 elementary schools, which referred to the focus of the problems studied in this study, namely marginalized elementary schools. The elementary schools used as research locations were determined purposively, namely four elementary schools, considering the diversity of elementary school library conditions in Singaraja. SDN 1 Paket Agung and SDN 4 Banyuasri both had an A accreditation, while SDN 4 Bayuning and SDN 1 Kampung Bugis were accredited B. From a geographical point of view, SDN 1 Paket Agung and SDN 4 Banyuasri are in the center of Singaraja city amid offices belonging to the regional government of Buleleng Regency. Meanwhile, SDN 4 Banyuasri and SDN 1 Kampung Bugis are located on Singaraja City's outskirts, amid a residential area.

This study's data sources were informants, documents, actions, and artifacts used as objects observed using observation. Informants in this study were determined purposively and selected in two ways. First, all people in the primary school where the study was conducted (principals, teachers, employees, library managers), including parents of students. There were four elementary school principals and four elementary school library managers. Second, informants in the research subject group were not known for sure, both in number and quality, to understand the problem of the information needed. The appointment of informants purposively started with the appointment of key informants; then, the number

developed through the snowball sampling technique.

Data collection techniques used by researchers were in-depth interviews and observation. Interviews were conducted with purposively appointed informants, namely: school principals, elementary library managers, parents, students, members of the Regional People's Representative Council, Youth and Sports Education Office, Education Council, School Committees, community leaders, and business people who care about education, education leaders, and NGOs. The interviews were conducted in a targeted manner based on the interview guide, which contained the main ideas asked. The development depended on the conditions at the time of the interview. Observation was involved. During the study, the researcher was directly involved by taking turns working in the office at the four elementary schools used as research locations.

Data analysis in this study followed Peter Berger's model with the following steps: conceptualization, conceptualization results, proof, and objectivation (Samuel, 2012; Sulaiman, 2016). Results of the data analysis were presented in an interpretive descriptive analysis by prioritizing denotative and connotative meanings regarding a socio-cultural phenomenon that focused on the answers to the problems posed in this study.

## **RESULTS AND DISCUSSION**

Singaraja, the capital of the Buleleng Regency, is located in North Bali. The Buleleng district government aspires to make the city of Singaraja an Education City, considering its history that most Balinese leaders and scholars studied at schools in Singaraja City. This ideal is still

far from expectations, considering that many educational facilities and infrastructure must be improved, such as libraries in elementary education units. Results of interviews and observations in four schools found that the constraints or factors that caused the marginalization of libraries were as described in the explanation below.

Every school has a curriculum because the curriculum is the heart of education which contains things that teachers will teach. According to Rosni (2017), the content in the curriculum strongly influences the educational activities between educators and students. If there is no curriculum, educational activities are not possible. The curriculum changes following socio-cultural changes in the society, the state, and the nation; it can even be due to the demands of globalization. Related to the previously mentioned, the emergence of the rule that an elementary school must have a school library is inseparable from the curriculum changes that apply to the school system in Indonesia.

The New Order era was marked by the incessant establishment of schools, including the Inpres Elementary School (SD Inpres). The explanation above indicated that SDN 4 Banyuasri, SDN 1 Kampung Bugis, and SDN 4 Banyuning were established in the 1970s. Meanwhile, SDN 1 Paket Agung was established in 1875 next to SDN 2 Paket Agung, established in 1953, and has undergone repairs, so its condition is not much different from SD Inpres.

During the Reform period, Law of the Republic of Indonesia, Number 20 of 2003 concerning the National Education System, was enacted. According to Uce (2016), this law resulted in various

changes, including the emergence of the Competency-Based Curriculum in 2004. The Competency-Based Curriculum was changed to the Education Unit Level Curriculum (KTSP) in 2006, and in 2013 the 2013 Curriculum was implemented as a refinement of the KTSP curriculum (Rudyanto, 2014; Zaini, Zakso, & Syukri, 2014).

The implementation of the 2013 Curriculum is inseparable from the Republic of Indonesia Law Number 20 of 2003 concerning the National Education System and various other regulations related to it. This regulation stipulates various matters, for example, regarding eight educational standards whose contents include the obligation of schools to have various educational facilities and infrastructure. For example, schools are required to have a school library. This obligation is inseparable from the demands of the learning system in the 2013 Curriculum that uses a scientific approach. This approach requires a lot of media and learning resources. In this context, according to Rahmawati (2018), the role of the school library is important because it can provide media and learning resources for students and teachers so it can achieve the objectives of the 2013 curriculum by producing productive, creative, innovative, and effective young people.

Like schools in Indonesia, SDN 1 Paket Agung, SDN 4 Banyuasri, SDN 1 Kampung Bugis, and SDN 4 Bayuning were also required to carry out the mandate of the National Education System Law and other regulations, including the obligation to follow the 2013 Curriculum. It was challenging to meet the demands of the regulation, especially regarding the school's obligation to have a library. The

reason was that the historical background of these four elementary schools had existed for a long time, namely before 2013. These four elementary schools were not designed to establish a library as an integral part of the school. Therefore, the area of the four SDNs was not very large, making it difficult for the schools to add new buildings to serve as representative school libraries, as stated in the National Library Standards (SNP).

This was indicated in the condition of SDN 1 Kampung Bugis. The head of SDN 1 Kampung Bugis explained that he had planned to build a school library because he still had an empty land area. However, this plan was rejected by the Education and Sports Office (Disdikpora) and the Buleleng Regency Government because the land area did not meet the requirements. The construction of the school library building required an area of about one acre. SDN 1 Paket Agung also faced a similar problem. It was difficult for this school to build a school library building. Apart from the fact that there were no vacant areas, SDN 1 Paket Agung was a cultural heritage, so there was a prohibition on making changes. SDN 4 Banyuasri and SDN 4 Banyuning have a reasonably large yard; however, if it were used as an area to construct a school library, the open space and fields for sports and playgrounds for children would be lost. Moreover, the school would be crammed with many buildings. This condition could affect the teaching and learning process (PMB), considering that a comfortable biophysical environment would contribute to a microclimate for PBM implementation in the classroom.

Curriculum changes legitimized by the National Education System Law and various accompanying regulations that

require schools to have a school library are not supported by material infrastructure, namely the physical or spatial environment that applies in the four primary schools. It means that the school's land area does not provide an opportunity for the four SDNs to build a school library as mandated by the regulations and the 2013 Curriculum as the ideological superstructure that applies in schools. The absence of space is related to the historical background of establishing the four elementary schools, which is not oriented towards the future. The orientation is more focused on the existence of schools that can meet the basic educational needs of their citizens equally in a short time. This idea aligns with Hakim (2016) explanation that the right to education is a human right and a necessary means to fulfill other rights. The expansion includes all classes in society and gender, men and women, to have equal opportunities to get primary education.

This limitation resulted in the four SDNs adapting so that the mandatory school library existed and did not cause violations. The adaptation process must adapt to the environment and adapt the environment to existing needs (Imelda & Elsera, 2018). The adaptations carried out were, first, the four SDNs carried out cultural adaptations. This was in the form of normative ideas that emphasize the existence of a school library, not on the idealization aspect as stated in the SNP. Second, the four SDNs made structural adaptations or material infrastructure; they used classrooms as school libraries. This pattern was applied at SDN 1 Paket Agung, SDN 4 Banyuasri, and SDN 1 Kampung Bugis, while SDN 4 Banyuning used the teacher's room as the school library. Meanwhile, at SDN 1 Paket

Agung, one school library was jointly owned with SDN 2 Paket Agung. Third, combining these two forms of adaptation resulted in the four SDNs having a school library, not in the form of a building, but only as a classroom. Fourth, give a label indicating that the room was a school library. Fifth, this pattern resulted in the contents of the school library, as required by the SNP, not getting attention and even still far from ideal expectations. Pulungan and Febriaty (2018) statement supports that the school libraries in the four SDN prioritized existence or appearance rather than essence or content. This condition resulted in the school library's optimal function to realize the achievement of educational goals is also not optimal.

Based on this idea, it could be stated that the problem faced by the four elementary schools was that their construction ignored the consideration of human nature as historical creatures. Referring to Sirnayatin (2017), humans as historical creatures means that humans are aware of the importance of the past as a guide to action for the present. Actions of the present determine the future, so every human action today must make room for the possibility of something better in the future. The state did not consider this condition when building the four elementary schools. As a result, curriculum changes that required every elementary school to have a school library were not automatically realized due to space limitations. Thus, the ownership of a school library was not a priority, so the design for space availability was not available.

Interviews with the four principals revealed that they tried to build a better library using all their capital. However, these efforts did not yield maximum

results due to material infrastructure constraints. However, the principals did not remain silent. They did whatever was allowed to have a library. So, they took advantage of the existing spaces and functioned as a library. This gave rise to the terms *apa ade*, *keto anggo* (what we have, is used) for the sake of owning the school library.

Apart from the term *apa ade*, *keto anggo*, there was also an ideology among school principals in Buleleng regarding library ownership. The ideology that developed in elementary schools related to the school library was the *dadi-dadi dogen* ideology, which means *boleh-boleh saja* (Indonesian) - 'permissible' or 'permissive'. This ideology's emergence stemmed from the limited material infrastructure in four elementary schools; namely, there was no school library space and no area to build a school library. Meanwhile, the new provisions in the management of SD require SD to have a school library. The principal addressed the gap between expectations and reality by innovating and utilizing the existing space for the library.

Over time, the library became a mandatory infrastructure in elementary schools. Given the absence of library equipment and furniture, school principals and teachers used what was available as school library equipment and furniture. There was no professional librarian, so the principal appointed someone who would take care of the school library.

Such conditions gave birth to the term *dadi-dadi dogen*, which later developed into an ideology in school library management. This idea is believed to be the truth used by people in power, namely the principal, to legitimize his actions in managing the school library. This idea is in line with the result of an

interview to informant an education figure who was once a school principal as well as a former Buleleng Regency Education Council who stated the following.

"If we look at the journey of establishing an elementary school from the beginning, it was only limited to preparing study rooms, and have not thought about making a library room. So, when the government started dropping books at schools, we were confused about placing them because we did not have a place. Well, then we use the makeshift space to accommodate books. I remember in the 1980s, I worked at the center school in Banjar Bali and received a shipment of books; what did I do? There was a place to store bicycles at that time, so I gave curtains for that space to be used as a library, haha. Likewise, the staff was the teacher who had spare time to take care of the library. The religion teacher is most frequently because he has the most time." He said, laughing, "Well, you could say it is okay. The important thing is to have a library, a place for the dropped books. I think maybe it is still like that until now; I have not been to school in a long time. The truth is that professionals should manage it, especially since there is now a D3 library major on campus. However, those who manage it are not professional, so books are not numbered, not recorded, and in the end, nobody takes care of them. Teachers do not know how to do it if not taught. Even now, they appoint high school students. If the principal knows how to manage a library, he can teach it. The principal can't, and

those assigned to the library do not want to study either. So yes, you cannot be professional" (N. Gelgel, Interviewed, November 29, 2020).

The teacher is the spearhead for achieving the quality of learning (Iskandar, 2018). For that, the teacher is obliged to do class management. Class management and PBM are reflected in the teacher's RPP (Learning Implementation Plan). The analysis of the lesson plans contains various things, including the themes taught, core competencies to be achieved, basic competencies achieved and their indicators, learning objectives, subject matter, learning methods, learning media, learning resources, learning steps, and assessment. These aspects form a single unit. The results of observations of the teacher's lesson plans show that the learning methods and steps are still conventional, which is teacher-centered. This symptom is reflected in the lesson plans and the classroom arrangement, where benches consist of three rows, all facing the front, namely the blackboard and the teacher's desk. The teacher-centered teaching and learning process results in teachers rarely asking their students to enrich the knowledge gained through activities outside the classroom, such as reading textbooks other than the textbooks available in the school library. This learning model makes teachers and students only rely on textbooks as a source of learning material. This is reinforced by Rostika (2016) study that learning with textbooks can improve learning outcomes. Teachers do not try to normalize and discipline students to study in the school library for the breadth of students' knowledge. They consider that all is enough through PBM in the classroom. Conventional classroom management like



this causes the school library not to function optimally.

Evaluation is an integral part of PBM. Standard evaluations carried out in the Indonesian school system, including SDN 1 Paket Agung, SDN 4 Banyuasri, SDN 1 Kampung Bugis, and SDN 4 Banyuning, were formative tests or daily tests, summative tests or commonly called general tests, and the National Examination (UN). The goal is to determine the achievement of students' understanding of the entire subject and determine the grade increase or graduation for students. To achieve the desired score, the school used an encyclopedic education model, in which students master concepts that can be used to answer tests. Some elementary school children whose parents were upper class, such as SDN 1 Paket Agung and SDN 4 Banyuasri, sent their children to Bimbel (Learning Guidance). Besides, grade VI students would face the UN. They sent their children to Bimbel not only to improve their understanding of lessons at school but also to force their children to study more intensively. This was because parents often find it challenging to get their children to study at home. After all, many obstacles stemmed from the TV, the habit of playing with cell phones, and others.

The participation of children in Bimbel can divert them to study more intensively. Another not less important aspect is that Bimbel emphasizes the drill system complete with tricks for doing the test of choice. Teachers in schools do not necessarily teach this. It is an educational model that does not require students to read a lot. The school is more concerned with students being able to answer tests quickly and correctly. This condition

makes the existence of libraries unimportant because they only focus on studying textbooks according to what will be tested.

During the National Examination, teachers and principals will experience fear if their students do not pass and have bad grades. This fear causes teachers to prepare their students usually to be ready to take the National Examination. For example, teachers at SDN 1 Paket Agung, SDN 4 Banyuasri, SDN 1 Kampung Bugis, and SDN 4 Banyuning provided additional tutoring to their students, especially those related to exercises on questions for subjects on the UN. This pattern was also related to the encyclopedic education model. The drive to reach the 100% level did not rule out the possibility of them doing abnormal actions. Even though the teachers did not admit it openly, the issue that developed in Buleleng was that in every National Examination in SD, there were always opportunities for subtle abnormalities. For example, even though they were from other schools, supervising teachers generally pretended not to know that the students they supervised worked with their friends. They developed an informal agreement, namely *Tahu Sama Tahu* (TST), in terms of helping students to pass the National Examination, even reaching the 100% graduation target.

This pattern did not only apply in Buleleng but also occurred in many other areas. This symptom can be seen in Egalita (2016) explanation of the National Examination at various schools in Surabaya. Likewise, Alawiyah (2015); Firmantyo and Alsa (2016) stated that the National Examination is full of fraud. The honesty value of students is very low. This is inseparable from the fear of students failing in the National Examination.

The principal was also interested because a good National Examination result symbolized success in leading the school. The Buleleng Regency Government was interested because a good National Examination result symbolizes their success in managing education. Student parents were also interested, considering that if the UN scores were good, they would also get praise as parents who successfully educated their children. Good National Examination results provided an opportunity for parents to send their children to their favorite schools. For example, in Singaraja City, parents felt prestigious if their child could enter SMPN 1 Singaraja. Thus, borrowing the idea of Kaka (2016), the National Examination score is considered the only barometer of the success of an educational institution in carrying out the learning process. They jointly justify the abnormality in achieving it, so they secretly consider cheating the UN an understandable act. This is why libraries are becoming increasingly marginalized.

Librarian is a professional job equal to teachers, lecturers, doctors, and others. The word professional is related to the word profession. Terminologically, the word profession refers to "fields of work based on certain expertise (skills, vocational, etc.) education" (Badan Pengembangan dan Pembinaan Bahasa, 2016). Librarian as a profession cannot be taken over by people who are not professionals in the field of knowledge and skills in managing libraries obtained through structured education and training. The staff assigned to the library included: a high school graduate at SDN 1 Paket Agung, a class teacher at SDN 4 Banyuasri, a Hindu religion teacher at SDN 1 Kampung Bugis, and administrative staff

at SDN 4 Banyuning. Placing unprofessional people in the management of school libraries in accordance with the *dadi-dadi dogen* ideology violates the principle of professionalism in library management as stated in the National Library Standard (SNP) (Ariyani, 2021). It was difficult for the principal to justify and blame the school librarian's actions because his/her knowledge as a reference was minimal. Violation of the SNP provisions resulted in the marginalization of the school library. This idea is in line with the opinion of informant, former Head of PSMP Disdikpora Buleleng (currently a lecturer of the State Hindu Religion High School Mpu Kuturan Singaraja). He states that elementary school libraries are far behind compared to high school and college libraries due to limited human resources and a background in library management. These limited human resources ultimately hampered the development of libraries and supporting infrastructure, including the need for textbooks and non-text books.

The opinion of informant, shows that the limited number of professionals in the library has resulted in the principal applying the *dadi-dadi dogen* ideology in placing people to manage the school library so that his work is not optimal. Permissivism is widely applicable in the management of school libraries. As a result, there is a protracted omission, so there are many obstacles in the school library management. In this case, the district government of Buleleng did not only include the executive agency represented by the Department of Education, Youth and Sports, but the legislative body, namely the DPRD of Buleleng Regency, was also less in favor of library development. Members of the

DPRD on commission IV, as the party in charge of education, never specifically discussed the SD library development budget because it was included in the Disdikpora budget. This office played a significant role in developing the elementary school library.

As stated by informant, the head of the Minutes of Law section of the Buleleng Regency DPRD secretariat, there were no minutes of meetings between DPRD Commission IV members and Disdikpora from 2018 to 2020 which specifically discussed elementary school libraries. This condition made it natural that the elementary school library was still experiencing problems in its development as a learning resource.

"People's representatives should encourage the improvement of student literacy by encouraging local governments through budget policies to realize a representative library" (Hidayah, 2017).

Various assistance from the government gave rise to the jargon of free schools. The jargon of free schools for elementary schools has been institutionalized among parents. Interview results showed that the School Committees in the four SDNs had not functioned optimally. This symptom could be seen in the principal's complaint about the government's small amount of BOS funds, which parental participation funds could not meet through the School Committee. It was difficult for the School Committee to make it happen because, firstly, the idea of free schools trapped parents and the School Committee, so they did not have to pay any money. Second, parents and principals interpreted school as a place for teaching and learning for students and teachers. The place for teaching and

learning took place only in the classroom. Third, the principal and the Head of the School Committee could not force parents to donate funds. Informant, Chairman of the Committee at SDN 4 Banyuning, conveys that.

"The economic condition of middle to lower class parents does not allow the committee to collect donations from parents/guardians. Even though the committee holds meetings twice a year, the committee cannot help the school add infrastructure in the form of school books for SDN 4 Banyuning through parental donations" (K. Arnawa, Interviewed, July 20, 2020).

The interview results showed that the expansion of democratization in decision-making resulted in the Head of the School Committee being unable to enforce his will. They made school-related decisions by deliberation and consensus with parents or guardians of students. Apart from being limited in economic capacity, parents/guardians believed that the government's responsibility was the primary information, financial and material input. For that, they were not required to participate.

Figure 1 shows that SDN 1 Paket Agung, SDN 4 Banyuasri, SDN 1 Kampung Bugis, and SDN 4 Banyuning as organizations consisted of principals, teachers, staff, library staff, and students. The school was inseparable from the family consisting of the father, mother, and children. Families provided input to schools in the form of, *first*, students or students.

*Second*, information includes data about students, background and parents' identity, etc. *Third*, financial, namely money to launch PBM in schools. *Fourth*,

materials, namely all things the students and school need to support PBM. For

example, notebooks, textbooks, uniforms, etc.

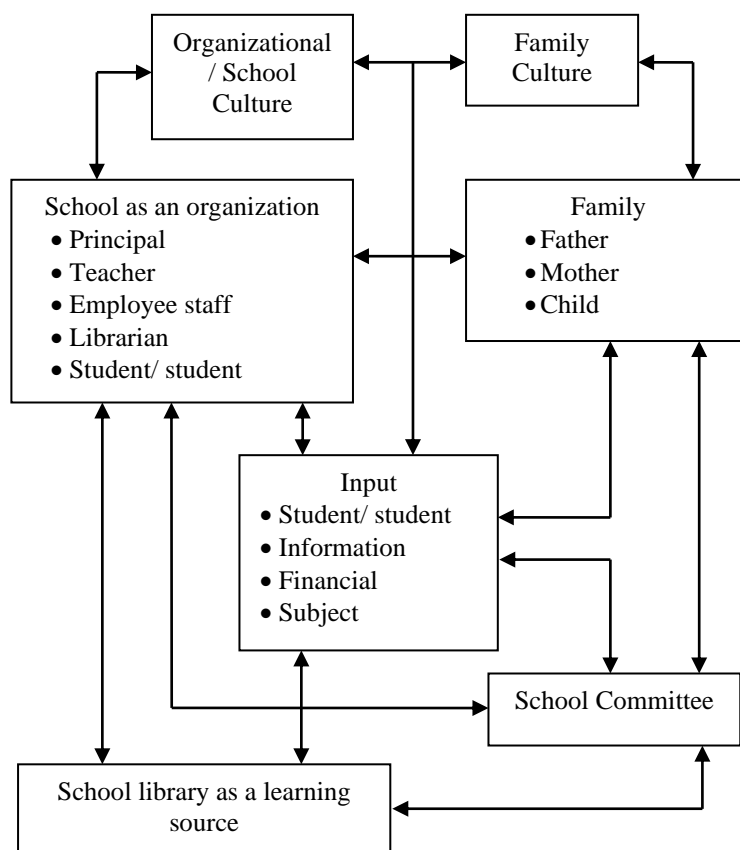


Figure 1. Schools as organizations bound to families and school committees in seeking input for PBM implementation

Source: Ariyani, 2021

This chart shows that providing school input was the responsibility of the Buleleng Regency Government and student parents individually and collectively through the School Committee. This is in line with the findings of Pakniany, Imron, and Degeng (2020); Zaini, Zakso, and Syukri (2014) that the participation of the community and parents in realizing educational goals can be provided in the form of assistance to schools in the form of building libraries, canteens, classrooms, and others. According to Bahaudin (2020), parental assistance can also motivate children to study harder to achieve achievement in school.

## CONCLUSION

The obstacles faced by elementary libraries are caused by various factors, namely, starting from the history of establishing school libraries that do not provide library space. This continues the difficulty of providing various school library technologies due to limited financial capital. This condition gives rise to various ideologies, such as the ideology of *dadi-dadi dogen* (that is all right), adequacy, encyclopedism in learning, and binarism in viewing school affairs. This ideology legitimizes the policies of principals and teachers in managing school libraries through the use of arbitrary power in the placement of unprofessional librarians and non-

compliant management. External parties, especially the Buleleng Regency Government through Disdikpora, School Committees, and the Education Council, which have various capitals for the development of school libraries, do not contribute optimally. Social control from NGOs and the mass media is weak because they see elementary school problems only from the smooth-running aspect of PBM. The combination of weaknesses in the school environment or internal factors combined with external factors marginalized the school library. Further research is needed to reduce the marginalized condition of elementary school libraries by exploring various policies that local governments have set to develop better elementary libraries through collaboration programs between stakeholders.

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